

layout for living

- a greenbelt town after ten years
- how older towns obtain results
- canadian planning chronicle: 1948

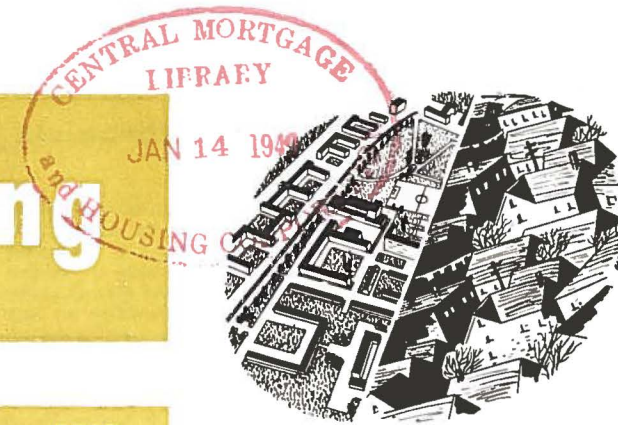
If you have recently subscribed to CPAC please disregard this note. But if you have not an up-to-date Member's card about you, send for one now. Annual Membership begins on date of application and includes 10 issues of **layout for living**. A form is put inside for your use. Fees are applied to the pursuit of our aim in the areas where they are paid. Local CPAC activities can be continued only with your support.

Please make payments at par in Ottawa to Community Planning Association of Canada

PUBLISHED BY COMMUNITY PLANNING ASSOCIATION OF CANADA, 56 LYON STREET OTTAWA CANADA

layout for living

no. 21, january 1949



looking backwards and forwards

Few will go through January without a passing gesture to the two-headed deity, Janus who looks both ways. Planning people develop especially flexible necks because we habitually chart the action ahead with reference to the lessons behind. Edward Bellamy's *Looking Backward* was the acknowledged stimulus to Sir Ebenezer Howard's *Tomorrow*.

Howard's pivotal little book—just reprinted on its golden jubilee as *Garden Cities of Tomorrow*—has had effects that, considering the age-long growth of city patterns, are little short of magical. The first English garden city is well into its fifth decade of life. Some of its lessons are to be built in turn into the British New Towns now under construction as part of their deliberate national land use policy.

The first American settlements to reflect Howard's theories have passed their quarter century mark. It is twenty years since Henry Wright and Clarence Stein were commissioned to design Radburn, New Jersey; and fifteen years since Uncle Sam undertook to build the Greenbelt towns. We are grateful to Mr. Stein for permission to present herein his critical report on one of these experiments: the town of Greendale, Wisconsin. An accomplished pioneer here reviews a pioneering effort.

Scanning horizons behind and ahead does not mean overlooking the foreground. New York Park Commissioner Robert Moses (a do-the-job-here-and-now man) has lately taken sharp issue with Lewis Mumford (student of the longer view) in *The New Yorker* and the *New York Times*. From his vantage point on Columbia University's Morningside Heights, it seems to Henry Cohen that we can spare neither bull-dozers nor telescopes; his personal blend of practice with vision appears in this issue.

After looking about us, let us look to ourselves; CPAC now faces its task with renewed resources. Most vital of these is the breadth of interest of our active Membership. Of those in good standing (see back page) roughly one-fourth are public officials; another fourth are engaged in education and social welfare; a third fourth are in vocations having to do with bricks and mortar; the remainder are our priceless component: the private citizens, many of them housewives. Sharing our views and acting together, we have left clear imprints on the Canadian planning scene in 1948. Deeper, sharper thrusts for community planning await our making in 1949.

community planning association of canada, ottawa

canadian planning chronicle 1948

In this short summary, we see over fifty occasions on which a local CPAC Branch could have focussed attention upon developments in which the community's interest was at stake. It is creditable that (according to our counting) CPAC did take action in nearly half these situations. If we're right, CPAC had a Batting Average in 1948 of .410; tote up the score from your own knowledge and check our tally. What really counts is the ability to "connect" with members of our team on bases. What will be our Batting Average in 1949?



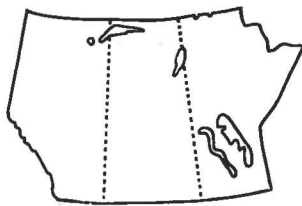
BRITISH COLUMBIA

The major legislative change in 1948 was the addition of Part IV of the Planning Act, providing for Regional Planning Areas and the setting up of Regional Planning Boards. Serious floods have since focussed attention upon the need for regional planning.

The Bureau of Reconstruction under a Cabinet Committee having been dissolved in 1947, its economic functions were undertaken by the Department of Trade and Industry, and its physical planning functions by the Department of Municipal Affairs.

New reports were published by the Town Planning Commission of Vancouver, bringing the plan of 1930 up to date. Vancouver continues to grow rapidly. Planning boards have been established or plans drawn up in a score of other centres. The University of British Columbia has participated in studies of urban rehabilitation and rural housing.

Public interest in planning was stimulated by local, regional and provincial public meetings, by displays at the Vancouver and Okanagan exhibitions, by radio broadcasts and by the B.C. Conference of CPAC, held in October. This was attended by over 200 delegates, and included discussions led by provincial, municipal and university planning authorities—as well as a first-hand report on recent progress in Europe. All present were determined that more British Columbians should be aware of the technical and legal help available to secure better environments. There was a healthy air of criticism of the unthinking way in which today's rapid building tends to petrify the paper legacies of the past: of the City Impregnable, the City Impressive, the City Profitable, the City Traversable—when we could at no greater cost be working out components of the City Livable.



PRAIRIES

A new Director and Assistant Director were this year appointed to administer the Prairie Farm Rehabilitation Act; PFRA is well into the execution of some larger water-conservation and irrigation projects, complementing earlier local schemes.

The oil finds near Edmonton have contributed to rapid immigration into that area, and the creation of the new townsites of Devon. Appointment of a city planning agency is contemplated in Edmonton. Calgary has for some years had a city planning staff. Active

support is being enlisted for the establishment of a community forest (distinct from the National Park) for the city of Prince Albert, Sask. The master plan for Regina, published at the end of 1947, has been widely distributed. Citizen groups in Moose Jaw, Saskatoon, Swift Current, Flin Flon and Brandon have pressed for the creation of permanent planning machinery in those cities. The metropolitan planning office of Greater Winnipeg continues its ambitious work, with widespread citizen consultation and (therefore) support in the area.

The University of Manitoba has a Planning Research Centre, from which come a series of well-made booklets on rural housing and community facilities. Further studies are under way, again with the co-operation of the other Prairie universities, provincial governments and the national government.

At the beginning of October, the Prairie Conference of CPAC brought to Winnipeg scores of interested officials and citizens from all three provinces. Rural housing, community centres, PFRA and regional resources development were featured in the discussions. The long-term future of the human and material resources of the Prairies was seen to demand much more vigorous physical planning.



ONTARIO

The year has been an active one for planning in Ontario; some 135 municipalities now have taken action under the Planning and Development Act. The Legislature passed a Housing Act providing for public aid to large-scale residential building developments and slum clearance, as well as for second mortgage assistance to individual house builders.

Early in the year a planning conference was arranged by several dozen municipalities in Western Ontario; the experience was so successful that a similar meeting has been arranged to be held in London next month. The Institute of Professional Town Planners has grown in strength and influence, and begun publication of a newsletter. Housing and Planning were discussed at the Biennial Conference on Social Work in June, and at many other meetings.

A beginning has been made on Toronto's first large low-rental housing project, with provincial and federal government financial aid. The decks have been cleared by Ministerial approval for execution of several 'official plans'; and reports have been published in many other 'planning areas'. An indication of the rate at which land is being put under development is given by two recent government statements: (a) that subdivision plans have been approved by the Department of Planning in two years covering some 80,000 house-lots; (b) that grants-in-aid totalling \$75,000,000 have been made by the Department of Education since the war for construction of nearly 400 schools. Parallel expansion of industrial, commercial, recreational and health facilities has occurred, taxing local and provincial services and utilities beyond capacity. The St. Lawrence Seaway development presents major planning problems on the 1949 horizon.

The Ontario Division of CPAC was the first to engage a full-time Secretary and to distribute its own planning news digest. The Division sponsored a conference in Toronto in mid-October, to which members

came from all parts of the province. This conference was characterized by vigorous discussion workshops. The members frankly tackled some fundamental questions of public policy (allocation of public revenues and powers, reconciliation of public and private interests in property)—rather than trying to 'sell' any too-readily accepted clichés. Here met elected and appointed officials, professional practitioners and informed and determined laymen to deal with public questions that no one group could so profitably have handled alone.



QUEBEC

Further developments have been approved in accordance with recommendations of the Montreal City Planning Department. A city planning officer has been appointed by Quebec City. Several other centres are studying their planning needs. Provincial leaders have favoured the establishment of a provincial planning board, and secured passage through the Legislature of four Acts having to do with housing.

The Quebec Branch of CPAC took advantage of favourable circumstances in March to hold Planning Week in Sillery, near Quebec. Laval University, the Union of Municipalities, the City of Sillery and other bodies contributed handsomely to the success of the meetings, which were attended by hundreds of mayors and others from all parts of the province.

During the year both Laval and McGill Universities have conducted extension courses for laymen interested in planning, the latter concluding just before Christmas with a public lecture by Mr. Lewis Mumford. Earlier in the year McGill arranged a short course for those engaged in land subdivision.

In September the Union of Municipalities met at Murray Bay and devoted a day to the discussion of town planning problems. Other groups have shown like interest; and the Quebec Division of CPAC has published the address given by its Chairman before the Quebec City Junior Chamber of Commerce. There is a notable determination in Quebec to learn from the experiences of industrialization and urbanization undergone elsewhere.



MARITIMES

The New Brunswick Planning Board established last year has begun its work in earnest; while the Planning Boards of Saint John and Fredericton continue their endeavours from earlier years. A new Board has been set up in Moncton, and interest is growing in Sackville and other places. The continued demand for timber grown on provincial Crown land, revived interest in electric generation from tidal power, and mounting problems arising from the advanced age of much urban housing—all pose urgent physical planning questions for public decision by New Brunswickers in 1949.

Nova Scotia this year authorized Halifax to set up a Housing Authority with powers similar to those in other Canadian and American cities. The City's planning officer, in co-operation with regional representatives of Central Mortgage and Housing Corporation, has completed layouts for a number of promising-looking projects.

Halifax was in June the scene of the Canadian Federation of Mayors and Municipalities convention, in which municipal planning and capital budgeting figured prominently. On the day before, the Nova Scotia Division of CPAC held a Regional Conference which many municipal officials from Canada and some from the United States attended. Planning progress was reported from Sydney and a number of Maritime cities, the emphasis being on proper planning administration, locally established and supported.

During the following week planning displays, films and addresses were presented in Charlottetown, culminating in the foundation of a Prince Edward Island Division of CPAC, under distinguished patronage.

THE NATION

The past ten years have seen one of the most remarkable phases of physical development in Canada's history—at least in quantitative terms. Urbanization and industrialization were accelerated by the war and have carried their momentum into the post-war.

Residential building has been stepped up to the point where the shortage is now being crudely contained, if not abated. In raw numbers of dwellings built, at least, it appears that Canada has far surpassed any previous annual effort here, and has (in proportion to population) equalled the countable accomplishment of any other country in 1948.

This surge of building has exhausted the left-over city plots from earlier booms, and builders from now on will be using more and more open rural land. Aid in the assembly of tracts of workable size, and in providing them with utilities, is now offered by the federal and some provincial governments; advantage of this aid is beginning to be taken. The same need motivates steps for annexation of additional territory by many of our cities. To secure sound municipal financing, to protect large-scale public and private investments, and to procure efficient surroundings for Canadian family life (not the least important, but perhaps the least coherent demand), the need for community planning is becoming clearer. At all events, the satisfaction with planless development, characteristic of the 1920's, 1930's and 1940's, is diminishing. Evidence of this has emerged in the press and in many national assemblies during 1948.

Toward the close of 1948 several important steps may be noted. The new Prime Minister on his first day in office expressed a view about low-rental housing somewhat less unconciliatory than that attributed to him eight months earlier. He appointed a Minister of Reconstruction to whom housing policy will be a primary responsibility. A little earlier, Central Mortgage and Housing Corporation announced the appointment of an officer to take charge of the research program in community planning and housing. During the year

—concluded on page seven



greendale revisited

by Clarence Stein

Greendale (Wisconsin) is destined to play an important part in American history. People are rebelling against the congestion of buildings, traffic, and humans in our immense but obsolete cities. Many of those who can, have been escaping from the dangers and tensions of life in the old centres. They have vacated great areas of slums and blight, and left them rotting away. They have gone out beyond the built-up areas to the open country or suburbs in search of more spacious living, for tranquillity, and for their children's health and safety.

We have here in America a few places that have been planned, built, and operated according to what is generally accepted as the sensible, desirable, and practical form for a community in this age. Among these, perhaps the best examples are the three Greenbelt Towns. They have been tested by ten years of use—and the demonstration is going to affect mightily the future building of new towns throughout America.

For this reason—if not for the joy of living here—it is important that Greendale conserve its qualities and continue its development along the lines that it has been following. Look around with me and you will see what I mean.

When I revisited Greendale last Autumn I was again impressed by the unity of urban and rural environment. From any house you can walk in a few minutes to the farms and forests that surround the village. Grazing cattle and great fields of grain permanently frame and embrace the groups of houses. The kindergarten youngsters look out through great windows into the woods in which squirrels and birds entertain and perhaps instruct them. Contrast this with the hard masonry walls that form the close-up outlook from most of the living, working, and recreation places in the old cities!

Greendale is superbly related to its natural site. The form of the land has indicated the location of roads, paths, and buildings. Attractive features of nature have been preserved: for example, the stream that flows through the wooded park in the very centre of the village. Good planning consists of discovering nature and preserving or developing it to serve man's habitation.

Greendale was planned and built as a harmonious whole. It shows that regimentation and monotony are not necessarily the product of over-all design of the street pattern and buildings of a village. The buildings are harmonious in spite of the diversity of their form and placing. The care with which the planners related structures to site and to one another is the result of skilful practice and a real affection for the place they helped to create.

Greendale is safe. There has not been a single automobile fatality, and not one serious accident during the ten years of its existence. Compare this with the big cities and even typical towns that still hold to the street plan that was obsolete when the motor vehicle became the dominant feature and danger of urban life.

It is not by chance that Greendale has this remarkable record. Its streets are planned for their diverse use of either through traffic or direct access. As a result, only the machines that are serving the houses on a lane or a street are likely to go there. Also, the pedestrian paths are in large part completely separated from highways.

Greendale is shielded from external dangers and encroachments as were medieval towns. But there is a great difference. The old communities were protected by gray fortifications: Greendale is secured by a belt of natural green.

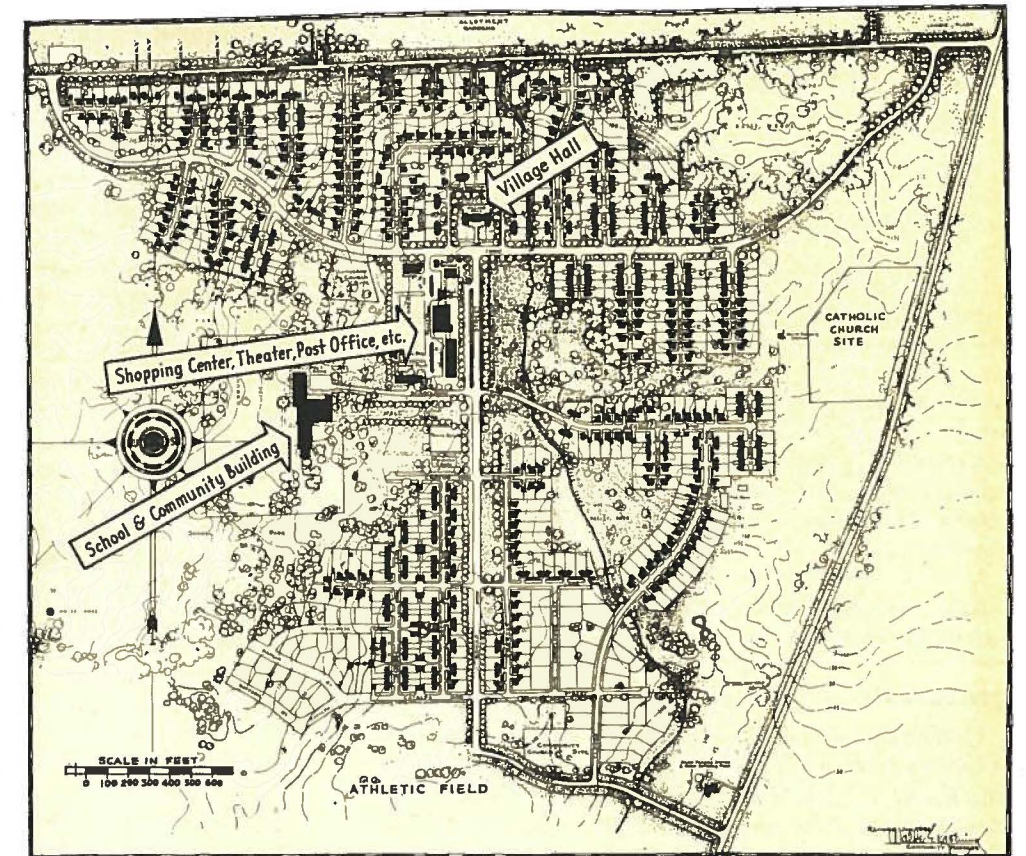
Greendale can be safe from undesirable contamination as long as its citizens desire. Contrasts this with what happens to many suburbs. On the outskirts of a spreading metropolis, a satellite town may be surrounded by attractive woods and open farm land just as Greendale is. Then the flood of population flowing out from the big city spreads toward the village. It covers the intervening land with a disorderly assort-

ment of structures. The roads are lined with an ugly chaotic mixture of gas stations, eating places, and packing-box abodes. Ultimately, a speculative builder buys a large farm or two just beyond the village borders and erects rows and rows of unsightly, badly constructed houses. They are beyond the jurisdiction of the village, as well as that of the big city. There is no adequate regulation of the construction or maintenance of houses, or of highways, or the quality of utilities. The families who have come in search of space and natural beauty find that they have traded city slums for suburban blight. So they move on in search of that peaceful land that seems always just beyond. They may find it, but as individuals they can never protect or hold it.

One of the fine qualities of Greendale is that it is small. But don't misunderstand me—I did not say Greendale was of a perfect size. In fact, I think it is apparent now that it has certain disadvantages because it is too small. A place that has a high standard of community and local-government services must spread the costs among an adequate group. Education and culture from infancy to old age; recreation, public utilities, and all the other facilities in Greendale require a large population to support them economically. There is evidence of this in the experience of Greenbelt, Maryland. When the population of that town increased from about 3,000 to 7,000 in 1946 as the result of the construction of an additional thousand houses, the cost of local government per person decreased some 50%. The cooperative store earned twice as much and thus doubled the rental it paid.

As Greendale grows, it will probably follow the sensible policy of starting new neighbourhoods just as soon as existing neighbourhoods have attained a desirable and effective size. Each such neighbourhood should be large enough to maintain an elementary school to which the children can walk conveniently and safely. The adults should support adequately a complete neighbourhood shopping centre; but the people using each centre should not be so numerous as to destroy the quality of neighbourliness.

Each new neighbourhood should have its own meeting place, school, playground and stores, arranged architecturally to form a new community centre. Each neighbourhood should be separated from the others



by a permanent open natural area used for park, recreation, allotment gardens, or other community purposes. Thus the inhabitants of each neighbourhood will feel the individuality of their own community and will have a pride in it.

There will ultimately be a constellation of such neighbourhood villages. Each will have its individual character, not only architecturally, but probably also socially and culturally, growing out of the predominant interests of the people who live there. Residential districts should be dynamically designed and spaciouly arranged, so that they may grow, develop, and change to reflect the expressed interests and desires of the people of the neighbourhood.

There will be a great advantage in having a number of such neighbourhood villages close enough together so that they will form a united entity, large enough to carry on conveniently those activities that no single neighbourhood can afford. Thus, a high school might be afforded by this united Greendale, so it will not be necessary for students to take long daily bus trips. A real theatre and a more complete library might be supported, and probably also a technical school, the shops and laboratories of which could be used by adults after school hours. There might also be a more complete shopping place, with a department store as well as a specialty shop, which small neighbourhoods cannot support by themselves. Numerous other facilities would be developed, depending on the desires of the inhabitants: a small local museum or exhibit gallery for travelling shows, a well-equipped sports arena, a swimming pool.

—concluded overleaf

At the left, an aerial view of Greendale from the southeast. Planners: Jacob Crane and Elbert Peets. This article is printed by kind permission of the author and the editors of AMERICAN CITY, who were helped by Walter Kroening, Community Manager of Greendale.

Clarence Stein (Fellow of the American Institute of Architects) has devoted much time and energy to the trial and refinement of planning ideas. The swelling, disorderly exodus of families and factories from large old cities is to him the golden opportunity to apply more widely these early lessons. We welcome Canadian comment on this positive way of re-patterning our own settlements. Such comments will be noted for our own sakes, and passed to Mr. Stein.

essentials for success
in city planning

By Henry Cohen, Columbia University

There are two main vantage points from which planning and housing activities may be viewed. First, there is the idealistic framework. This is the framework which provides us with orientation, direction, and purpose. Secondly, there is the operating framework within which daily activity takes place. These levels are not mutually exclusive. In practice, there will be gross discrepancies, inconsistencies, and compromises. Activities and programs should be evaluated on both levels. On the basis of the 'ideal' level, we should not completely negate the daily compromises, the half-achievements, and the slow devious steps that may represent significant accomplishments when added together.

On the 'ideal' level, we cannot in a democratic society separate satisfactory city planning from intelligent and humane municipal management. On the

greendale — concluded

Greendale has plenty of space on which to grow. Less than 300 acres of the 3,410 acres (that originally were purchased by the Federal Government through the Resettlement Administration in 1936 as the site of Greendale) have been developed for houses and community facilities. So far, 525 acres of the greenbelt area have been dedicated to Milwaukee County for park and recreational purposes. It would be wise to deed permanently to the state or county the remaining greenbelt area surrounding the future expanded Greendale. Thus, the temptation to use portions of the protective belt for other than public or agricultural purposes might be done away with for all time. The smaller separation greens between the various neighbourhood villages should be owned and operated by Greendale itself. They should be permanently dedicated to public use as one of the first steps toward the development of the future of the village of Greendale.

Strangers who read my description in praise of Greendale may think that I am writing about Utopia. But those who live there know that Greendale is not a phantom, but a fact. It is living, growing reality.



operating level, this kind of relationship must be translated into concrete, meaningful measures. Governmental planning, whether national, state, or local, must be integrally related to progressive public administration. Wherever and whenever we are concerned with making provision for mass welfare, *the planning process must be one with democratic political processes. Similarly, physical improvements must be related to improvements in our social relationships.* Any kind of city planning which loses sight of these two relationships is necessarily inadequate, narrowly conceived, and may be oppressive. Planners must see their place in a generally progressive and liberal framework of government.

Many city planners are fully aware of, and concerned with, the over-all generalized goals. Many of them try, each in his own way, to translate these long-range generalized goals into specific daily actions. There are thus many successful bits of work being done here and there throughout the country. On this operating level of analysis, what do we learn from the relatively successful operations with their achievements? How do those operations which we usually regard as the better ones—Cleveland, San Francisco, Los Angeles, Philadelphia, for example—differ from acknowledged unsuccessful operations? Seven indices seem to characterize this distinction.

1. Staff morale: Among the staff there is usually found a high degree of esprit de corps, a sense of relative accomplishment, and a small amount of critical internal bickering.
2. There is an easy working relationship with other city departments.
3. There is usually a marked liaison with citizens' groups.
4. There is usually strong and enthusiastic support from a significant section of the local press.
5. There is usually some outward sign of recent acceptance by municipal leaders or the public of some planning-department suggestions or programs, e.g., bond-issue approval, capital budget, etc.
6. There is usually a strong effort to develop basic studies on community development, so that some slow understanding of community problems may be encouraged.
7. The funds available for planning are related to the size of the job that has to be done by the planning agency. Though no agency receives the amount of money it might desire, some do receive substantially higher per capita appropriations than others.

Most Changes Come Slowly

Most local planning programs would obviously fall short on the basis of the 'ideal' framework referred to above. Without a more stringent land-development policy, without a more equitable and intelligent tax system, without a recognition and acceptance of specific higher standards of living in urban areas, and without other fundamental social improvements, the work of the city planning departments will clearly not be up to snuff. However, within existing limits, the departments in the cities mentioned can point to solid achievements.

These achievements are not to be minimized and ignored.

If concrete physical improvements have been slow in coming, that is in great part due to the difficulty of the tasks we face. Many of these departments have in diverse ways made considerable progress in developing the administrative techniques and relationships that are an essential part of the democratic process. These are no small achievements; they are as vital as the specific physical improvements for which we work. These processes are the stuff of which greater accomplishments are made. These achievements are the positive experiments that are so vital in a liberal democracy. Without these improvements, without these small experiments and compromises, we could not hope to develop the technical excellence nor focus the decisive political struggle which is necessary at intervals to achieve the larger goals.

—AMERICAN CITY,
November 1948.

The views of the author are his own and do not necessarily represent those of the Institute for Urban Land Use and Housing Studies, with which he is associated.

1948 chronicle — concluded

further advances were made in the establishment of a national Building Research unit. The completion of the earlier major research projects undertaken with aid from the National Housing Act of 1944 seemed near.

In 1948 Parliament created the National Capital Fund, to provide, in co-operation with the municipalities in the Ottawa area, for the development of a more worthy and efficient focus for the nation's public life. It was announced that large tracts of land had been publicly acquired; and that the agreement of the national railways to the major shifts of their lines through Ottawa, envisioned by M. Greber and his associates, had been secured. After three years of study, the final report of the Consultant on the National Capital was submitted in December to the Advisory Committee; and the first films and booklets on the scheme are about to appear. Decisions are bound to be taken in 1949 that will prove fateful for the whole future of the capital of a rich nation now numbering 13,000,000 souls.

Internationally, our ties and responsibilities have increased in the planning field as elsewhere. Mr. Alan Deacon has been named to the Council of the International Federation for Housing and Town Planning, at whose 19th Congress last June we had CPAC Members present, for the first time. A Canadian delegate was among those who supported action by UNESCO in the town planning field, although it now appears that immediate action will be the responsibility of other agencies of the United Nations.

The gradual curtailment over the next few years of reconstruction credits enabling Canadian producers to ship goods to Europe and Asia may result in basic adjustments of our domestic economy. These may involve steps to maintain high employment: both by enhancing the efficiency of our productive plant supplying competitive markets, and by introducing public projects scheduled to tide over temporary sags

in the national income. The accumulation of annual half-billion-dollar surpluses calls for corresponding foresight as to our future building. Inevitably the temper of the 81st Congress in the United States will affect these as well as our other planning requirements.

The immediate planning job in 1949 is to see that the thousands of acres of raw land to be given lasting urban moulds right away will be given good ones.

The Canadian people should insist that we secure better new housing, industrial and public facilities than we have known; and that we provide ourselves with the land planning devices, personnel and facilities we now need.

LAYOUT FOR LIVING is published by the Community Planning Association of Canada to promote interest in the planning of our communities. Material herein may be reprinted for similar purposes, if the original source is acknowledged.

The object of the Association is "to foster public understanding of, and participation in, community planning in Canada".

The requirement for Membership is an unselfish interest in the object of the Association. *All membership fees received from provinces where Divisions are established are put at the disposal of those Divisions.*

APPLICATION FOR MEMBERSHIP

(Please type or print in block letters)

.....
First names— (please underline that commonly used) (Last Name)

.....
(Number) (Street) (Post Office) (Province)

Please Accept } ACTIVE MEMBERSHIP (\$3.00)
Renew } SUSTAINING MEMBERSHIP (\$25.00)

for the year beginning on this date, and send me ten issues of LAYOUT FOR LIVING during that period.

DATE:19....

SIGNED.....
(If for organization, please say what office you hold)

Please make cheques or money orders payable at par to: COMMUNITY PLANNING ASSOC. OF CANADA, 56 Lyon Street, Ottawa.